

THE CENSUS BUREAU

A Condensed History of the Efforts to Make It Permanent.

WILL PASS THIS CONGRESS

Reasons Advanced Why This Important Bureau Should be an Independent and Permanent Department of the Government—The Personnel of the Office and the Superior Qualifications of the Clerks for the Classified Service.

It is astonishing how many years and how much effort must be put forth to induce legislative bodies to enact measures absolutely necessary to perfect the administration of governments. Parliaments and monarchial legislative bodies proverbially conservative and worship full of traditions, because on traditions they depend for the established order of things, are more or less justified or excusable in the creation of new functions and in radical departures from the system of administration observed for centuries. But in a republic, or a people's form of government, no such objections lie, in fact, progress is as necessary to preserve the form of administrative government in republics as the circulation of blood to preserve life.

We have been led to thus moralize by the efforts put forth for a number of years by the best and most experienced statistical scientists in the United States for a permanent Census Bureau, and the frequent attempts of the one or the other branch of Congress to create the same by enactment. The history of these efforts and the universally well known names identified with the movement would make intensely interesting reading besides illustrating in a striking manner the logic of our opening or moralizing paragraph.

But space forbids any but the skeleton epitome of such efforts embracing elaborate reports, Congressional inquiries, committee investigations, into the merits of the proposition, the bills introduced, reported favorably by committees, and even debated on by one or the other House. All these would, if collated, make a respectable library, and hence the impossibility in a newspaper article of doing more than noting them.

The proposition of establishing a permanent Census Bureau dates back to the ninth census when Gen. Francis A. Walker, in an able paper in the *QUARTERLY JOURNAL OF ECONOMICS* for January, 1888, showed the economy and the advantage of such a creation.

Hon. Carroll D. Wright, United States Commissioner of Labor, in the *POPULAR SCIENCE MONTHLY* for November, 1891, demonstrated the wisdom of the creation. The United States Senate February 16, 1891, passed a resolution directing the Secretary of the Interior to consider the expediency of establishing a permanent Census Bureau.

Superintendent Robert Porter of the eleventh census was requested to make a report on the proposition of a permanent bureau. He did (Sen Doc. No. 1, Fifty-second Congress) thoroughly and exhaustively. A bill was introduced by Senator Hale along the lines of Mr. Porter's suggestions.

In 1892 a committee of the House, after a hearing on the subject, reported a year later in favor of the proposition.

In 1895 a bill drafted by Mr. Wright was introduced. The Senate committee heard exhaustive reports on this measure. Again in 1897 the Wright bill was introduced in the House. Mr. Sayers also introduced a bill, as did Senator Chandler in the Senate. In May, 1898, Senator Carter introduced a bill, and in January, 1899, Mr. Hopkins introduced in the House a bill for the taking of the twelfth census, and shortly afterwards introduced an amended bill. The bill in the Senate, however, was adopted and the permanent feature eliminated.

It is, as stated, impossible in an article of even this length to quote extracts from the distinguished statisticians and economists who with voice and pen urged Congress in the interests of both economy and efficiency to enact a permanent census measure. However, the arguments and papers then submitted are emphasized by the development and scope which the twelfth census has taken, to render the work of any value corresponding to the financial expense of its compilation.

To-day, more than ever, is the necessity for a permanent Census Bureau, made manifest to even the most superficial, owing to the territorial additions and increase of population under the flag of the republic.

Every civilized government has a permanent Census Bureau, and we have found out to our cost in the Behring Sea controversy that England's bureau was a paying investment. How any sane government can go on decade after decade as ours has done, depending on chance to pick up when wanted economists, statisticians and statisticians to organize, direct and supervise the decennial census is a marvel of administrative bucket shop speculation. That Congress authorizes the expenditure of millions of the people's money in decennially organizing census bureaus, with all their necessary adjuncts of buildings, machinery, preliminary work, kindergarten and elementary schools of instruction, etc., to be abolished and wiped off the face of the earth in two or three years, the machinery sold, the buildings abandoned, and even the results in schedules, cards and tons of invaluable printed matter scattered to the four winds of Heaven, is assuredly material sufficient for a tragic-comedy by the monarchist dramatist who seeks to stage the evils of a people's form of government.

Passing all this now and coming to the present issue, the *GLOBE* respectfully directs the attention of the President and Congress to the necessity of a permanent establishment, and cites only a few of the many reasons which a practical knowledge as a former employee in the twelfth census brought under our personal observation.

"It has repeatedly been said that a permanent census would be an economy, and this is true. It may be questioned whether placing the office on a permanent basis would have the effect to decrease the total expenditure during the decennial period. It might very well happen, on the contrary, that Congress would deem it expedient to require of the office a larger amount of statistical work in the aggregate, involving a larger total outlay. But there can be no question that the results obtained would be more nearly commensurate with their cost, or, in other words, that the government

would receive greater value for every dollar actually expended, and that the decennial census proper would cost less than it costs under the present system. Its scope, which which is not now so large as it was in 1880 and 1890, could be still further restricted. There would be a saving of the waste due, under the present system, to the disorganization and reorganization of the office, to the want of proper and timely preparation for the enumeration, to the haste with which the selection of supervisors and enumerators has to be made, to the lack of time for properly instructing them in their duties, to the absence of thorough study and elaboration of the census schedules, and to the necessity for the sudden selection of so large an office force, composed, for the most part, of untrained and untried men, many of whom are incompetent to discharge the duties incident to planning, supervising, and directing the work.

"The sale of the furniture and fixtures of the office, valued at \$150,000, at secondhand, once in ten years, is in itself no inconsiderable source of pecuniary waste."

Such are the comments of an experienced and practical statistician. Again:

"The conversion of this office into a permanent bureau would favor the retention of the most capable and efficient members of the force as a skeleton organization and a nucleus for future operations. Under the system, or lack of system, which has prevailed hitherto, the entire force is disbanded and scattered, once in every ten years, and can never be brought together again. Each new census is taken by new men, who are for the most part devoid of the special experience and training which is peculiarly important in statistical work.

"The training of clerks costs money, and the money expended upon those who, in spite of the efforts bestowed upon them, prove in the end incapable of giving satisfaction, is a total loss. They are a drag upon the efficiency of the office, and not merely do they accomplish less than they should, but much irritation is occasioned and time lost in the correction of the errors which they make. They lower the standard of efficiency in every branch of the work, but a thoroughly trained and competent force cannot be secured by the present method of appointment.

Besides the preparations which must accompany the organization of every decennial census the following is required:

Provision for the organization, equipment and instruction of the large force of employees to be used in receiving, examining and compiling the enumerators' returns, and as a necessary adjunct thereto, in the certification of the enumerators' accounts for settlement by the disbursing office. The preliminary work comprehended (1) an examination of the records of the eleventh census, so far as they were available, for

in other words they are, if not superiorly, averagely endowed with acquired abilities as a clerical force such as no other similar number of government clerks possess, who have been only required to perform the ordinary docketing and writing in the several departments.

(4) It will not be advanced by any experienced person that applicants on the eligible lists of the Civil Service Commission, however high their rating in the examinations they have taken for clerical positions, are their equals in efficiency and practical knowledge of the duties involved in a clerical position in the government service, hence the Census clerk, who has cost the government more or less in making him the present efficient employee he is, should not now be discharged from the service of the government that trained him, but retained in preference to the appointment of inexperienced applicants for government clerkships on the eligible civil service lists. In other words, President Roosevelt, as he did recently in the Rural Free Delivery matter, should immediately place the present census force of clerks in the classified service and empower the Director of the Census to transfer, from time to time, as they are required, the census clerks not actually required in the completion of the twelfth census to the several departments of the government.

President Roosevelt is probably aware of the fact that there are thousands of clerks and employees of the government credited to states they never even put their feet in. Cleveland's blanket civil service order is mainly responsible for this. And we have therefore the inequality of many states having double their quota in the government service, while other states have not one-third their proper representation. As stated, the census clerks actually represent the states and territories of the Union and are citizens and voters in their several Congressional districts throughout the Republic.

(5) As emigration is added wealth to the country by reason of the fact that the full grown adult who lands on our shores has cost us nothing for his raising and is already equipped in physique and muscle to be a producer, so the census clerk is now fully trained and scientifically, so to speak, equipped to render without further outlay or expense on his instruction clerical service of any kind demanded by the several departments of the government, while on the contrary the eligibles of the Civil Service list might be likened into minors who have to be developed by training and instruction, involving the outlay and expenditure which the census clerk has already cost—into competent and qualified servants of the government.

So much in regard to this phase of the subject of a permanent census and the classification under the Civil Service law of the present clerical force.

The elaborate and expensive preliminary work involved in each recurring decennial service, the loss to the government of expert statisticians of acknowledged ability, the sacrifice of the equipments, machinery, etc., and the scattering of a large and valuable force of experienced clerks which have been the results so far of our present system, are but one phase of this subject.

There is the absolute necessity confronting us now of immediately preparing for the thirteenth census of the United States and the enumeration of over 100,000,000 of

human beings in all quarters, we might say, of the habitable globe. The Alaska, the Hawaiian Islands, Porto Rico, and our distant Philippine possessions require preparations such as we have never been heretofore called upon to provide, besides the enormous increase which the next decade will add to the population and wealth of the immediate states and contiguous territories. Not even the superb organizing force of a Merriam will be equal to this task if the present census is discontinued or wound up like its predecessors. And notwithstanding that Governor Merriam has perfected and made every possible provision to aid and facilitate the work of his successor (something by the way which his predecessor necessarily omitted), it will be an impossible feat for the director of the thirteenth census to perform the task which Governor Merriam has so ably accomplished for the obvious reasons stated.

The present Director of the Census and his chief statisticians should be retained as the permanent officials of the thirteenth and succeeding census, with such staff as the exigencies and work out requires at their hands. To do this the bureau must be made a permanent and an independent department of the government and its present umbilical connection with the Interior Department severed.

A few words only shall accompany this portrait of the indefatigable and superbly practical American who so successfully organized the twelfth census and broke the record of all his predecessors in the time limit and magnitude of the work performed.

William Rush Merriam, Director of the Census, has long been a prominent Republican in Minnesota, and was governor of that state from 1889 until 1893. Mr. Merriam is a native of New York state, having been born in Essex county in 1849. In 1861 his parents removed to St. Paul, Minn., and that city has been his home ever since. He was educated at Racine College, where he was graduated in 1871. Entering the First National Bank of St. Paul as a clerk, he acquired such knowledge of the banking business that when the Merchants' National Bank of St. Paul was organized two years later he was elected its cashier. In 1880 he became its vice-president, and two years later was elected president, a position he still holds.

Mr. Merriam early in his career took a lively interest in politics. In 1882 he was elected to the state legislature. Re-elected in 1885, he was made speaker. In 1888 he received the Republican nomination for governor, and was elected by a large majority. Two years later he was re-elected to this position. He is a man closely identified with many educational and charitable institutions of Minnesota, and has generously contributed from his ample means to them all. Soon after leaving college he married Miss Laura Hancock, daughter of John Hancock of Philadelphia, and a niece of the late Major-General Winfield Scott Hancock.

Director Merriam has that nervous sanguine temperament which, when controlled by a full intellectual development of the faculties, enables its possessor to accomplish the marvelous. He is red-headed, blue-eyed, and the personification of the courteous gentleman, but above all, a keen practical man of affairs as visitors and interviewers speedily realize who are disposed to trifle with his time or indulge in idle gossip. A glance from his steel blue eye is sufficient to admonish the most obtuse or inveterate bore that the "governor,"

when in his office as Director of the Census, is there for the transaction of business. His foil, so to speak, is a gentleman whose very appearance invites you to pour into his willing ear your tale of woe. Hon. John F. Langley, whose portrait fails to do his habitually placid expression of countenance, full justice is the appointment clerk of the Census.

Mr. Langley's duties have been performed from the day he entered the office to the present hour in a tactful, pleasing and eminently satisfactory manner. While due credit must be given to the other members of the director's staff it is but fair to state that on Mr. Langley's broad shoulders have fallen more than his share of the successful work of the twelfth census. The position of appointment clerk of over three thousand employees, men and women, is no sinecure, especially when it is recalled that the census up to now has been but a temporary bureau, expiring by limitation at a stated date. That Mr. Langley has performed his assignment by the director acceptably goes without saying. He has made a phenomenal record and is as popular with the clerical as he is appreciated by Governor Merriam. It is no invidious distinction to state that Mr. Langley is due more than a proportionate share of the success of the twelfth census and the selection of the splendid force of clerks as well as the smoothness, with which the work of the bureau has been conducted.

At eighteen years of age Mr. Langley secured his first government clerkship. That made Mr. Langley a politician, and a good one. He studied the science of politics, he attended the Columbian and National Law Schools and graduated from the latter, receiving the highest honors of his class. Afterward he was twice elected as a republican member of the Kentucky house of representatives and during his second term he was the leader of the republican minority, having been nominated by his party for speaker. Mr. Langley was a delegate to the republican national convention of '88, and again at Philadelphia where, by the way, he attained considerable prominence as a result of his speech presenting to Henry Cabot Lodge, the permanent chairman, the gavel sent by Mr. Langley's father, who lives on the Middle Creek battlefield. Mr. Langley was also the nominee for Congress in the Tenth Kentucky district in '96, and although not elected, received over 2,000 more votes than any other republican had ever been given. He was urged to make the race again last year, but declined to do so because his heart's interest was in making the present census the most complete in American history. The fact is, Mr. Langley never does anything without he puts his heart in it. An evidence of Mr. Langley's worth is found in his rapid promotion since he has been in the Census office under Governor Merriam. The latter, having promoted Mr. Langley as far as the law would permit, asked Congress to create the additional position of expert chief of division, to which Mr. Langley was appointed. And again later, at the close of last session, a bill was introduced granting a further increase in his salary. This measure had the hearty support of Governor Merriam, and was unanimously adopted by both houses of Congress. Mr. Langley has the inborn instincts of a diplomat, and the soul and fire of an orator—a rare combination.

Such is only one of the able chiefs of

Director Merriam and the distinction he receives in being thus particularly with the Director of the Census is due equally to the close relations of his official position with the governor and to his own intrinsic worth as a genial, whole-souled gentleman and an able and accomplished official.

In summing up our experience as a census clerk we wish to add that we earned all the salary we received while in the census and every man and woman employed there have had a similar experience. Director Merriam sees to that and plays no favorites. Merit alone counts and to this merit system which Governor Merriam practically, not theoretically applies due the unparalleled success of the twelfth census of the United States.

ANNOUNCEMENT.

We would like to call the attention of the public to **KRETOL KOFF DROPS**, it is the only Koff drop on the market that will stop acute cases of cold. They are good for public speakers and singers. They also aid digestion and sharpen the appetite. They contain no opiates. We have sold over 80,000 boxes throughout the country, and have received thousands of testimonials as to their ability. If you have a bad cold or lay awake nights Koffing don't do without a box of the **KRETOL KOFF DROPS**. For sale at all the leading druggists in the city. The following are a list of some of the druggists now selling the famous **KRETOL REMEDIES**:

Dr. King, 614 ave. and 1st st. n. w.
King & Smith, 9th and U sts. n. w.
W. L. Yeager, 509 E st. n. w.
W. McNichols & Sons, S. E. Cor. 9th and K sts. n. w.
A. Daniels, 1900 14th st. n. w.
Gentry, 14th and U sts. n. w.
C. C. Hornung, Cor. 7th and M sts. n. w.
F. W. Huddleston, 1400 14th st. n. w.
A. B. Gorges, 1616 14th st. n. w.
J. H. Beller, 16th and M sts. n. w.
Wood Comm. ave. and L st. n. w.
G. S. Stimms, 14th and N. Y. ave. n. w.
D. E. Cissel, 10th and N. Y. ave. n. w.
J. W. McDonald, Cor. N. Y. ave. and N. Capitol st.
Kloczewski, 9th and E sts. n. w.
Allocks, 1426 Penn. ave. n. w.
W. P. Kenney, Cor. N. Cap. and I sts.
C. L. Kraus, Cor. 1st and H sts. n. w.
J. H. Purdy, 7th and Q sts. n. w.
W. S. Virgin & Co., Cor. 11th & 1st st. n. w.
Tyree & Co., 11th and H sts. n. e.
R. Clifford Hines, Cor. N. J. ave. and Q st. n. w.
Mackall Bros., Cor. 9th and H sts. n. e.
Jos. D. Coblenz, Fla. ave. and N. Cap. st.
H. & Dewey, 4th st. and Mass. ave. n. w.
Howard Ratcliff, 11th and B sts. n. e.
C. I. Griffith, 700 H st. n. e.

Famous Kretol Remedies,

427 TENTH STREET NORTHWEST.

KERNAN'S TWICE DAILY.

Mo. 25 Eve. 50c.

Telephone Main 234-5.

NEW BIG SENSATION COMPANY.

25—WHITES—20

10—CROLES—10

8—VAUDEVILLE ACTS—8

3—BURLESQUES—2

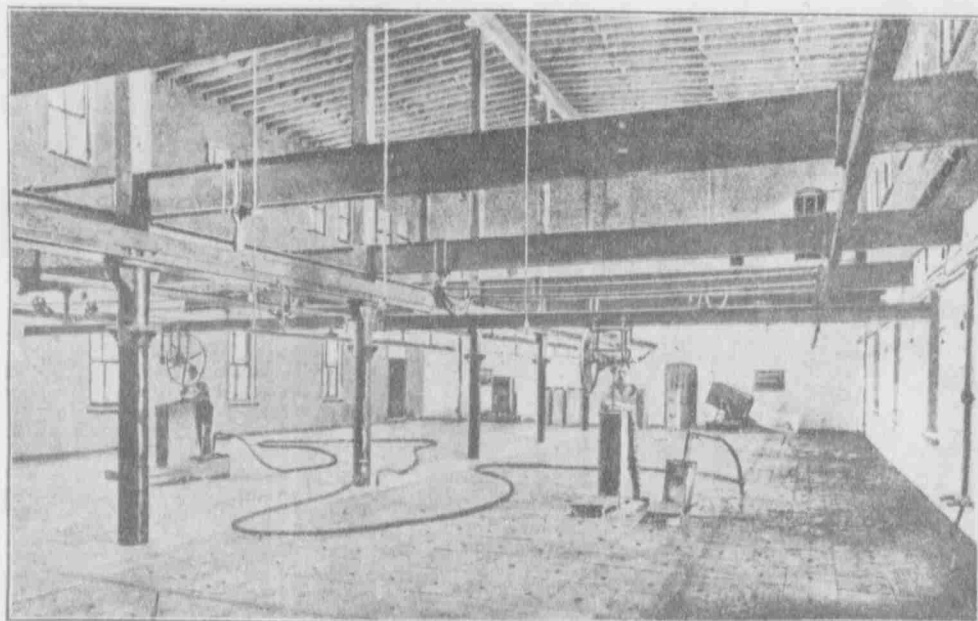
XMAS attraction Al Reeves Big Show.

ABSOLUTE ASSURANCE OF LARGE PROFIT

IN THE PURCHASE OF THE
Full-Paid and Non-Assessable Stock
OF THE

Washington Ice Company.

THOROUGHLY A LOCAL INDEPENDENT ENTERPRISE.



75 Cents Per Share for a Brief Period.

75 Cents Per Share for a Brief Period.

PAR VALUE \$1.00.

PRICE WILL BE AGAIN ADVANCED

By December 31.

SUBSCRIPTION BOOKS NOW OPEN

AT THE OFFICE OF THE COMPANY

704 FOURTEENTH STREET NORTHWEST,

(BASEMENT.)

THIS IS UNDOUBTEDLY THE BEST AND SUREST INVESTMENT ENTERPRISE IN WASHINGTON TO-DAY.

NO SPECULATION, BUT SURE PROFIT.

OWNED AND CONTROLLED BY THE MANY SHAREHOLDERS, NOT THE FEW.

OFFICERED BY CONSCIENTIOUS AND SUCCESSFUL WASHINGTON CITIZENS.

INVESTIGATE AND BE CONVINCED.

BUT A SHORT TIME IN WHICH

TO BUY AT

75 .. CENTS .. 75